

PASG GUIDANCE NO. 4

Employee Mobility

STATEMENT OF PROBLEM

Few managerial issues have received more discussion and less action than that of personnel mobility within the Agency. Career Services have emphasized the development of skills to meet their specific needs and have acknowledged mobility as a conceptual way of meeting their staffing requirements. Few, in fact, have encouraged the movement of personnel to and from their areas, even for developmental purposes. Effective barriers have deterred significant or sustained action to achieve mobility. As a result, the Career Services have cultivated specialized talent needed within their boundaries, but they have been less successful in producing officers schooled in the experiences required to manage different phases of the intelligence profession.

FEDERAL POLICY AND PDP REQUIREMENTS

It is established policy in the Federal Guidelines for Executive Development and the Agency's Personnel Development Program to insure the selective use of rotation for developmental purposes. "Federal Guideline No. III - Improved Mobility Programs" states that agencies should have a systematic plan for rotational assignments within bureaus and should work out mobility programs across agency lines for which individuals may volunteer. Each agency's system should be based upon individual development plans.

The Agency endorsed the mobility concept in its Personnel Development Program. It recognized that the success of an increased mobility program depends upon each Career Service taking the time to plan the kinds of developmental work experiences that are needed by selected individual careerists, taking into account their personal backgrounds, previous experiences and probable future utilization and potential.

PASG REQUIREMENTS

The Personnel Approaches Study Group, aware of diminishing manpower levels, emphasized the need to increase the "one Agency" orientation of personnel operations. It stated that "Increased recognition of Agency-wide personnel concerns entails the greater application of Agency-wide guidances and processes and the elimination of institutional barriers currently impeding the desired flow of personnel between components and Career Services." The PASG Report also contained three recommendations on rotation.

Agency Personnel Objective - Insure that systematic personal development, including rotation of professionals as practicable, is planned.

Personnel Authorities and Responsibilities - Supergrade Review: An Agency-level mechanism should be established to exchange information on supergrade vacancies and prospective candidates, review nominations to fill senior openings, and work out arrangements for handling inter-Directorate developmental experiences.

Deputy Directors will provide policy to facilitate inter-Directorate transfers and rotational tours.

PURPOSE OF MOBILITY

Some movement is desirable for obvious reasons of individual growth, maximum utilization and strengthening the lines of succession. Planned mobility can broaden perspectives and enhance the possibility of beneficial change in the component. Movement of employees throughout the Agency improves communication, decreases misconceptions among components and provides a freer flow of information and ideas. Rotation may seem to be elusive, but the idea of moving selected employees around to improve their capabilities, without sacrificing job performance, remains a major goal.

OBJECTIVES OF MOBILITY

True mobility exists when rotational experiences meet a definite managerial objective. The need may be recognized in advance planning or in some cases arise from an immediate situation. It may require either inter-Directorate or intra-Directorate movement. The objective might be any of the following:

- Career Development: to broaden experiences and strengthen skills
- Special Skills: to fill a specialized need for which there is no other candidate, e.g., linguist
- Surplus: to assign an officer surplus in one assignment to another, usually with the hope that the change will become permanent.
- Standard: to meet a requirement which the Career Service regularly fills in another Directorate or component, e.g., OTR instructors, OIG inspectors
- Change of Environment: to move an employee laterally to a similar position in order to provide a new environment

FOCAL POINT OF MOBILITY PROGRAM

The objectives of personnel mobility apply at all professional levels but the primary focus of a purposive rotational program should be on career development at the lower levels. This is where employee movement produces the fewest disruptions in office procedures and minimizes the likelihood of career damage resulting from unfamiliar work situations. It is at the lower level that career commitments are most fluid. Therefore, Directorate Career Services should concentrate upon mobility as a means of identifying the proper career for young officers or as one process of rounding out and converting young employees from beginners to professionals who have an understanding of interrelated functions. The majority of the rotational assignments at this level probably would be intra-Directorate.

Mobility at the upper levels is also desirable but the emphasis would be on inter-Directorate assignments. As an employee moves upward to positions of increasing responsibility the necessity for a diversified substantive and managerial background outside his own area of expertise increases.

CONSIDERATIONS FOR DIRECTORATE POLICIES REGARDING MOBILITY

STATINTL

Vacancy Notices: An Agency-wide vacancy notice system was established in January 1973. [] states "Effective planning for personnel development will often result in the selection of specific assignments for personnel to provide growth opportunities, desirable experience; etc. Many positions, however, can be filled by personnel from other offices and directorates as well as from the component with the vacancy. In such cases, vacancy notices will be issued to stimulate application from which the best selection can be made."

Annual Personnel Plan: The APP Report requires the Career Services to record their fiscal year goals for rotational assignments, both intra-Career Service (between Career Sub-groups) and inter-Career Service. There will be a continuing evaluation of these goals in subsequent Reports, which reflects the DCI's interest in mobility programs in the Agency.

STATINTL

Reassignment-Internal Detail: The Memorandum of Understanding required [] is intended to eliminate the "forgotten employee" problem that has sometimes resulted from rotational assignments. Part of the regulation reads. . . . such record will include a Memorandum of Understanding covering the circumstances and anticipated duration of the detail agreed to by the Heads of the Career Services concerned, by the employee, and by the Operating Official gaining the employee's services. The responsible officials will review internal details at least every two years to ensure that continuation of the arrangements in each case is desirable.

Professional Placement Branch (OP/SPD): This branch is a central referent for cases that involve movement between Directorates. It also assists employees, supervisors and Career Services with intra-Directorate problems, as requested.

Supergrade Review Board (Approved by PASG): The Board will be composed of the four Associate Deputy Directors and a suitable representative of the Executive Career Service. Members will give the Board each quarter a list of up-coming supergrade and SPS vacancies and reassignment plans for their Career Services, covering at least the next 90-day period. The Board will review these planned actions and consider inter-Directorate transfers and developmental rotation assignments.

(A central role has been assigned to the Board. What is at issue is the role of the Directorates.)

SUGGESTIONS FOR DIRECTORATE POLICIES

I. OPTION 1: FORMULATION OF ROTATION MODELS

A. Considerations:

1. The Senior Personnel Resources Board would formulate models of the kinds of job experiences that officers should receive during major steps of their careers. The models should provide a basis for deciding under what circumstances rotational assignments are particularly valuable and for designating what officers would benefit most.

2. For those categories of officers who would most benefit, the Career Service would evaluate the needs of each careerist to determine the developmental work experiences that are needed in terms of the models and the careerist's probable future utilization and potential.

3. The Deputy Director would decide upon an appropriate number of inter and intra-Directorate rotations that should be considered as a goal for implementation within the Directorate.

4. Each component would select the appropriate number of officers within its jurisdiction who should receive intra-Directorate rotational assignments at that time. The names would be submitted to the Senior Personnel Resources Board which would work with office heads to effect the reassignments. (Component is area division in DDO, office in DDI, DDS&T, DDM&S.)

5. The Career Service would select careerists for inter-Directorate assignments and submit the list, with the type of assignments desired, to Staff Personnel Division/Office of Personnel via the Senior Personnel Resources Board.

6. Each component would identify the types of positions within its area that could be filled by non-careerists on a rotational basis and submit the list, including job descriptions and qualifications desired, to Staff Personnel Division/Office of Personnel.

7. Staff Personnel Division would match qualified available candidates for inter-Directorate rotational assignments against the positions and work with the employee, his Career Service and the gaining component to effect the reassignment.

8. The Deputy Director would submit an annual rotation report, including names and grades, to the CIA Management Committee as part of his Annual Personnel Plan.

B. Advantages:

1. Top management is on record regarding its expectations in the area of mobility.
2. Provides for systematic review of personnel and positions by the components and Career Services.
3. Better understanding by employees of the types of work experiences Directorate management considers important for career development.
4. Greater Deputy Director responsibility for career planning.
5. Greater monitoring by top management to insure effectiveness of mobility planning and programs in Career Services.

C. Disadvantages:

1. May be unable to provide meaningful assignments for all who are to be rotated.
2. Career Services could become inflexible in handling individual cases which deviate from models.
3. Periodic updating of models is required.
4. Interdiction of advancement opportunities for those within components.
5. Deputy Directors lose the services of the officers for the duration of the assignment.
6. Employee on inter-Directorate assignment is no longer in the mainstream of Directorate activities.

II. INTER-DIRECTORATE REVIEW - ALTERNATIVE TO IA-5, 6, & 7

A. Considerations:

1. Each Deputy Director would submit to the Supergrade Review Board semi-annually a list of Directorate officers (all grade levels) who would benefit from inter-Directorate rotational assignments. The DD would also submit individual developmental proposals indicating the duration and type of assignment each officer should receive.

2. The Supergrade Review Board would perform the following functions:

a. Consider transfers proposed by the Directorates and initiate actions to provide for the movement of personnel between Directorates.

b. Recommend to the Deputy Directors other courses of action which the Board considers more appropriate in individual cases.

c. Monitor Agency progress in achieving mobility objectives, maintain current information on performance, and report periodically to the CIA Management Committee.

B. Advantages:

1. Top management's backing in working out meaningful rotational assignments.

2. Top level monitoring to insure that Agency mobility objectives are met.

3. Board could be central referent for problem cases which could not be solved at the Directorate level.

4. Enhanced cadre of officers capable of Agency-wide perspective.

C. Disadvantage:

Arranging assignments could be too time consuming for senior level officers.

III. OPTION 2: STAFF AIDES OR ASSISTANTS

A. Considerations:

1. The Directorate Senior Personnel Resources Board would:

a. Formulate and annually update model(s) of the kinds of job experiences that officers should receive during major steps of their careers. (Models should be based on desired levels of experiences at different grade levels.)

b. Evaluate the needs of each careerist to determine what developmental work experience he needs in terms of the model and his probable future utilization and potential.

c. Establish a goal to rotate a planned number of careerists each year.

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d. Identify the appropriate number of young professionals, GS-09 through GS-13, within the Career Service and recommend them to serve as staff aides or "Assistants To" senior Directorate and Agency officers.

2. The Deputy Director would act upon the nominations received from the Board in the following manner:

a. Approve the assignment of some of the officers as "Assistants To" designated senior Directorate officers and select others for one-year inter-Directorate rotational assignments. Submit the latter officers' names, together with individual proposals indicating the duration and type of assignments requested, to the Heads of the four other Career Services and the Director of Personnel.

b. The Heads of the Career Services would determine their order of preference of the names submitted, and meet to mutually decide upon individual assignments.

3. The Director of Personnel would provide staff assistance to help the Heads of the Career Services make their selection and administer the program, including periodic monitoring of individual progress.

B. Advantages:

1. Would promote the steady infusion of new ideas and would afford an unusual opportunity and challenge for young officers to learn first-hand the major workings and dynamics of the Agency at the centers of the decision-making process.

2. Could be implemented on a detail basis with little if any disruption in the chain of command and slotting arrangements.

C. Disadvantages:

Officers to which assistants are assigned may not insure that they are given meaningful tasks and fully utilized.

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